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# Iowa Legislative Services Agency Fiscal Services

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## Teacher Retention and the Impact of the Student Achievement and Teacher Quality Legislation

### ISSUE

Teacher retention and recruitment has been a topic of interest in Iowa and the nation. During the 2001 Legislative Session, the Iowa Legislature addressed the issue of recruitment and retention by passing Student Achievement and Teacher Quality legislation. The legislation provided programs for teacher development, additional funding for teacher salaries, and increased minimum salaries for beginning teachers. This *Issue Review* looks at the history of funding for the Program and its impact on teacher retention since the original enactment.

### AFFECTED AGENCIES

Department of Education  
Local Education Agencies (School Districts)  
Area Education Agencies

### CODE AUTHORITY

Chapter 284, Code of Iowa

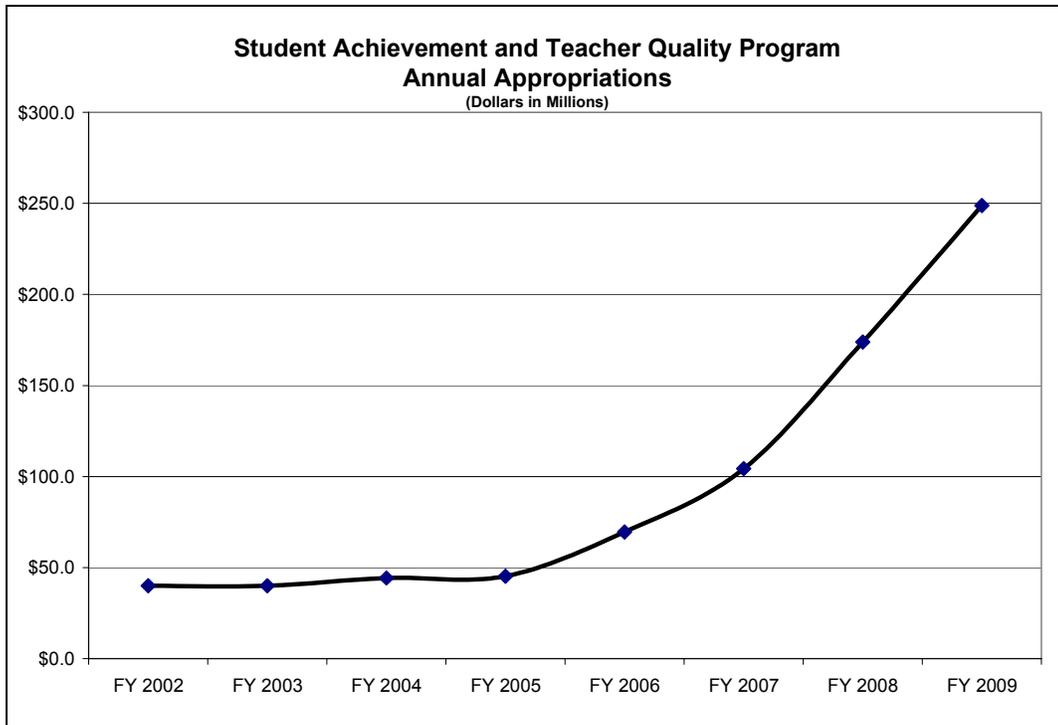
### BACKGROUND

During the 2001 Legislative Session, SF 476 (Student Achievement/Teacher Quality Act) and HF 413 (Student Achievement/Teacher Quality Appropriations Act) were enacted. The two Acts combined policy and funding for the Student Achievement and Teacher Quality Program.

The Acts established a teacher career path, including minimum salaries at each level, and provided periodic increases in the minimum salaries. The Acts also created a mentoring program to provide support for beginning teachers and provided for professional development designed to directly support best teaching practices. In addition, a variety of funding intended to support teacher professional development was provided.

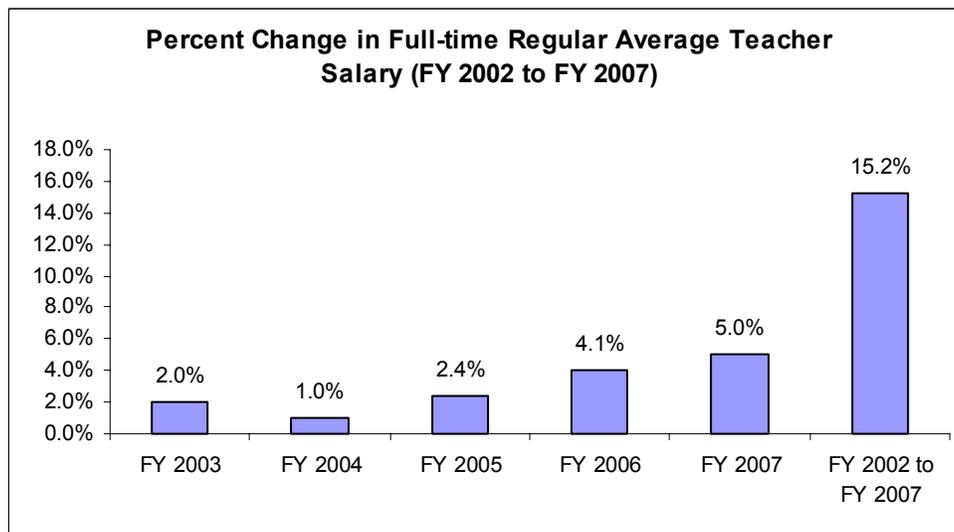
**Total Annual Funding**

Since the enactment of the Student Achievement and Teacher Quality Program, allocations from the annual appropriation to a variety of programs and efforts have been in addition to increasing teacher compensation. The chart below highlights the increase in annual funding. **Attachment A** details total funding and allocations since the Program’s inception. Total funding has increased from \$40.0 million in FY 2002 to \$173.9 million in FY 2008. Unless the General Assembly takes further action during the 2008 Legislative Session, the Program will receive a FY 2009 General Fund appropriation of \$248.9 million.



**Enhancement of Teacher Compensation**

The portion of total funding allocated to teacher compensation has ranged from \$31.2 million in FY 2002 to \$141.3 million in FY 2008. As enacted in 2007, the FY 2009 appropriation includes an allocation of \$232.5 million for teacher compensation. Iowa’s average full-time regular teacher salary has increased 15.2% since the implementation of the Program.



### **Beginning Teacher Mentoring and Induction**

Funding for mentoring and induction of teachers in their first two years of teaching has increased from \$2.4 million allocated in FY 2002 to \$4.7 million in FY 2008 and in FY 2009. The funding provides stipends to experienced teachers who agree to serve as mentors.

### **Professional Development**

Since FY 2006, the Program has provided a total of \$53.3 million for local professional development efforts. In addition, the Program has funded National Board Certification awards at an average of \$1.3 million per year since FY 2002. Beginning in FY 2008, the General Assembly provided no funding for new awards, with the intent of discontinuing the awards.

## **CURRENT SITUATION**

### **Data limitations on retention calculations**

Data used in the teacher retention analysis is from the Department of Education's Basic Educational Data Survey (BEDS) Licensed Staff file. Comparisons were made between years by matching folder numbers of individual teachers from one school year to the next. The data do not include reasons for the departure of individual teachers. The number of departures due to retirement was estimated by calculating eligibility for a full pension under the Iowa Public Employees Retirement System (IPERS), using available birth months and years of experience. The most recent year of data available was FY 2007.

### **Overall Retention of Teachers**

Data on overall retention of teachers appears to show no significant change since the implementation of the Student Achievement and Teacher Quality Program. For the cohorts of full-time public school teachers employed in Iowa in FY 1998 through FY 2001, the average retention three years later was 85.0%, and after four years, it was 81.0%. For those cohorts employed in FY 2002 through FY 2004, after implementation of the Program, the average retention three years later was 84.9%; after four years, for those employed in FY 2002 and FY 2003, the rate was 80.7%. (Four-year data for the FY 2004 cohort is not yet available.)

**Table 2**  
**Retention of All Full-Time Public School Teachers in Iowa**

Base Year	Cohort Retention <sup>†</sup>						
	After 3 Years	After 4 Years	After 5 Years	After 6 Years	After 7 Years	After 8 Years	After 9 Years
FY 1998	84.2%	80.6%	76.9%	73.4%	69.5%	66.0%	62.2%
FY 1999	83.5%	79.6%	76.0%	72.0%	68.4%	64.6%	
FY 2000	86.4%	82.5%	78.2%	74.3%	70.2%		
FY 2001	85.8%	81.3%	77.2%	73.1%			
FY 2002*	85.0%	80.7%	76.4%				
FY 2003	85.1%	80.6%					
FY 2004	84.6%						

† Adjusted to reflect the loss of teachers due to reasons other than retirement.

\* First cohort after implementation of Student Achievement and Teacher Quality Program.

It should be noted that it is difficult to draw conclusions based on an analysis of all full-time teachers without compensating for a wide range of variables that are not addressed in the available data.

### Retention of Beginning Teachers

Data on the retention of beginning full-time public school teachers shows minimal change since the implementation of the Student Achievement and Teacher Quality Program. For the cohorts of teachers who began their teaching careers in Iowa in FY 1998 through FY 2001, the average retention after three years was 74.4%, and after four years, it was 69.5%. For those beginning in FY 2002 through FY 2004, after implementation of the Program, the average retention after three years was 76.0%; after four years, for those beginning in FY 2002 and FY 2003, the rate was 70.0%. (Four-year data for the FY 2004 cohort is not yet available.)

**Table 1**  
**Retention of Beginning Full-Time Public School Teachers in Iowa**

First Year Teaching	Cohort Retention						
	After 3 Years	After 4 Years	After 5 Years	After 6 Years	After 7 Years	After 8 Years	After 9 Years
FY 1998	73.8%	69.3%	65.7%	62.3%	59.6%	57.9%	55.9%
FY 1999	74.7%	69.9%	66.2%	62.8%	60.1%	58.8%	
FY 2000	75.9%	70.9%	66.7%	63.0%	60.2%		
FY 2001	73.0%	67.8%	63.9%	61.4%			
FY 2002*	73.8%	68.9%	64.6%				
FY 2003	75.3%	71.0%					
FY 2004	78.8%						

\* First cohort of new teachers after implementation of Student Achievement and Teacher Quality Program.

The three-year retention rate for the FY 2004 cohort appears to be a somewhat significant increase, but several more years of data will be needed to determine whether a trend has developed.

### CONCLUSION

Based on the analysis of BEDS data from FY 1998 through FY 2007, it is not clear what impact the Student Achievement and Teacher Quality Program has had on retention of teachers in Iowa.

Retention of beginning teachers may be trending toward improvement, but several more years of data will be needed to be certain.

The major increases in funding enacted for FY 2008 and FY 2009 may lead to improved retention in the future. The Legislative Services Agency will continue to monitor the data and provide updated information in future years. The LSA recommends that the Department of Education provide analysis of the issue in future years, as well.

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Teacher Retention and the Impact of the Student  
Achievement and Teacher Quality Legislation  
<http://www.legis.state.ia.us/lsadocs/IssReview/2008/IRSL003.pdf>  
LSA/FSD/IRSL003.doc/11/27/07/10:18 am

**Student Achievement and Teacher Quality Program  
Allocations of the Annual Appropriation**

	FY 2002	FY 2003	FY 2004	FY 2005	FY 2006	FY 2007	FY 2008	FY 2009
National Board Certification	\$ 1,900,000	\$ 1,400,000	\$ 700,000	\$ 1,100,000	\$ 2,000,000	\$ 1,915,000	\$ 2,500	\$ 1,002,500
NBC Support Program	0	0	0	0	0	250,000	0	0
Ambassador to Education	0	0	75,000	75,000	85,000	85,000	85,000	85,000
Market Factor Incentives*	0	0	0	0	0	0	1,000,000	0
Mentoring and Induction	2,400,000	4,100,000	4,200,000	3,500,000	4,200,000	4,650,000	4,650,000	4,650,000
Career/Prof. Dev. and Eval. Training	3,000,000	1,750,000	1,300,000	175,000	400,000	610,000	695,000	695,000
Praxis II Pilot	500,000	500,000	0	0	0	0	0	0
Variable Pay	1,000,000	0	500,000	0	0	0	0	0
Add'l. Prof. Dev. Day(s)	0	0	0	0	10,000,000	10,000,000	0	0
Professional Development	0	0	0	0	0	0	20,000,000	0
Teacher Dev. Academies	0	0	0	0	0	0	1,845,000	0
Market Factor Incentives	0	0	0	0	0	3,390,000	3,390,000	7,500,000
Pay for Performance	0	0	0	0	0	850,000	1,000,000	2,500,000
Institute for Tomorrow's Workforce	0	0	0	0	0	150,000	0	0
Salaries or Prof. Dev.	0	0	0	0	6,625,000	6,625,000	0	0
Teacher Compensation	31,200,000	32,250,000	37,500,000	40,433,894	46,283,894	75,818,894	141,276,394	232,511,394
<b>Totals</b>	<b>\$ 40,000,000</b>	<b>\$ 40,000,000</b>	<b>\$ 44,275,000</b>	<b>\$ 45,283,894</b>	<b>\$ 69,593,894</b>	<b>\$ 104,343,894</b>	<b>\$ 173,943,894</b>	<b>\$ 248,943,894</b>

NBC = National Board Certification

\* For librarians, counselors, and nurses.

Source: Legislative Services Agency